

DCI/RM 78-5475

27 November 1978

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MEMORANDUM FOR: [REDACTED]  
Deputy to the DCI for Resource Management

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VIA: [REDACTED] *AH2*  
Acting Director, Program Assessment Office

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FROM: [REDACTED]  
Program Assessment Office

SUBJECT: NFIB Ad Hoc Task Force on the Linguistic Problem

REFERENCES: A. My Background Paper on the NFIB Ad Hoc Task Force  
on the Linguistic Problem (without attachments)  
B. Memorandum for the NFIB, Subject: "Intelligence  
Community Linguist Resources" NFIB-78.2/2,  
16 February 1978

1. Action Requested: That you approve the reconvening of the  
NFIB Ad Hoc Task Force on the Linguistic Problem under my chairmanship.

2. Background: In April 1976 the DCI approved the establishment  
of an ad hoc task force of Intelligence Community representatives under  
the chairmanship of a member of the Intelligence Community Staff to  
investigate the Community's linguistic problems and make appropriate  
recommendations to the DCI for implementation. At the specific request  
of the DCI this task force prepared, in late 1977, a study on Russian  
linguists in the Intelligence Community. In February 1978, Admiral  
Turner notified the NFIB that he had directed the ad hoc Task Force  
"under the leadership of my Deputy for Resource Management (to) design a  
national program to:

- a. expand and coordinate linguist recruitment activity;
- b. develop and maintain language training proficiency stan-  
dards; and
- c. implement, as necessary, incentives programs designed to  
attract and retain qualified linguists in critical languages and  
skills." (Reference B)

SUBJECT: NFIB Ad Hoc Task Force on the Linguistic Problem

STAT The work of this task force was interrupted with the resignation from the IC Staff in July 1978 of [ ] the Chairman of the Task Force at that time. The representatives on the task force of CIA's [ ] and of the Office of the Assistant Secretary of Defense--Communications, Command, Control, and Intelligence (C<sup>3</sup>I) had been particularly active in the work of the task force and wish to see its efforts brought to a useful conclusion. Queries concerning the status of the task force were referred to the Program Assessment Office, and I was directed by [ ] to review the work which the task force had done and make recommendations for completing its mandate. I have concluded that most of the basic research has been completed and that the task force should be reconvened, concentrate its efforts on a few key problems capable of solution, and that a final report with specific recommendations to the DCI be made within the near future. These tasks are outlined on pages 4 and 5 of the Background Paper (Reference A).

3. Recommendation: That you appoint me Chairman of the Ad Hoc Task Force on the Linguistic Problem and approve the Memorandum (attached) reconvening the task force.

Attachment:  
Memo to NFIB Ad Hoc Task Force  
on the Linguistic Problem

STAT APPROVED:

[ ]  
Deputy to the DCI for Resource Management

30 Nov 78  
Date

DISAPPROVED:

Deputy to the DCI for Resource Management

Date

SUBJECT: NFIB Ad Hoc Task Force on the Linguistic Problem

Distribution: DCI/RM 78-5475

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DCI/RM/PAO: [redacted] (27 Nov 78)



Resource Management Staff

DCI/RM 78-5476  
1 December 1978

MEMORANDUM FOR: Members of the NFIB Task Force on Linguistic Problems

FROM:

Chairman

SUBJECT: Meeting of the Task Force

1. As many of you are aware, the work of the Task Force was temporarily suspended after the resignation in July of its former Chairman, [REDACTED]. Having been appointed Chairman by the Deputy to the DCI for Resource Management, I have carefully reviewed the history and accomplishments of the Task Force and have prepared a Background Paper attached to this memorandum. You will note on pages 5 and 6 of that Background Paper those six points which I believe the Task Force should now consider.

2. I propose that the Task Force meet on Monday, 18 December at 1000 hours in [REDACTED] to consider these points and any other matters which members may wish to raise.

Attachment:  
Background Paper

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NFIB Ad Hoc Task Force on the Linguistic Problem

BACKGROUND:

1. On 12 August 1975, Lt. General Samuel V. Wilson, then Deputy to the DCI for the Intelligence Community, wrote to the Assistant Secretary of Defense, Intelligence ASD (I), the Deputy Director of Central Intelligence, and the Director of Intelligence and Research, Department of State, advising them that "In reviewing the FY 1977-1981 National Foreign Intelligence Program (NFIP), the DCI identified the availability of qualified linguists as a possible major problem facing the Intelligence Community." General Wilson added that while most of the DCI's "concern centered on linguistic capability within the Consolidated Cryptological Program (CCP), it was readily recognized that a shortage and the quality of linguists applied to all Agencies/Departments." As a follow-up to the DCI's concern, each addressee was asked to provide the following data:

- "Linguist requirements by language.
- Identify language training and quality shortfalls and most critical languages.
- Normal assignment of linguists; i.e., tactical units, strategic collectors, HUMINT, SIGINT, translators, production, etc.
- Immediate, mid-term and long-range plans for training and application of linguistic talent (the military should identify peace-time utilization plans as well as contingency employment for linguists positions in direct support units).
- Identify any efforts in research and development directed toward improvements in language processing.
- Recommendations for improving the linguistic problem, such as: approaches to the academic world, improved career fields, training improvements, etc."

Replies were requested by 15 September 1975. The ASD(I) was to provide a consolidated input for DoD members of the Intelligence Community.

2. On 17 February 1976, [ ] of the IC Staff sent a background paper to Mr. Knoche, subject "Linguists," as a result of the tabling by Lieutenant General Tighe of the "linguists problem" at the 9 February 1976 USIB meeting. The discussion at that meeting centered round "the need to identify linguistic requirements and see what is being done to satisfy these needs." Parker then summarized for Knoche the replies

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provided by DoD, CIA, and State/INR to the IC staff's August 1975 request for information on the linguistic problem. Among his conclusions were:

- "Language requirements for all agencies/departments have been identified and efforts to meet these requirements are underway.
- The language career field for all departments/agencies requires revamping. Linguists like other technicians can advance only so far until they must move into management, or not progress up the grade level toward higher income brackets. The result of this job classification problem, and being moved out of the technical (purely linguistic) fields, results in a constant erosion of the higher skilled linguists. This problem has been recognized and is being worked, but it is a slow process.
- The curriculum at DLI (Defense Language Institute) and FSI (Foreign Service Institute) needs improvement. Again, this problem has been recognized and DoD, in particular, is working toward improvement."

3. On 30 April 1976, a USIB memorandum advised Members of the USIB that the DCI had approved the establishment of an ad hoc task force of Intelligence Community representatives chaired by Dr. George S. John of the Intelligence Community Staff to:

- "Review the recommendations contained in the survey conducted by the IC Staff (August 1975),
- Determine the feasibility of implementing those recommendations requiring cooperative community efforts, and
- Develop an implementation plan that would be recommended to the DCI for his approval and submission to the USIB for consideration."

Attached to the USIB memorandum was a memorandum from Admiral Murphy, "Background and Recommendations on the Linguistic Problem" which, inter alia, summarized in some detail the findings of the survey conducted by the IC Staff in August 1975.

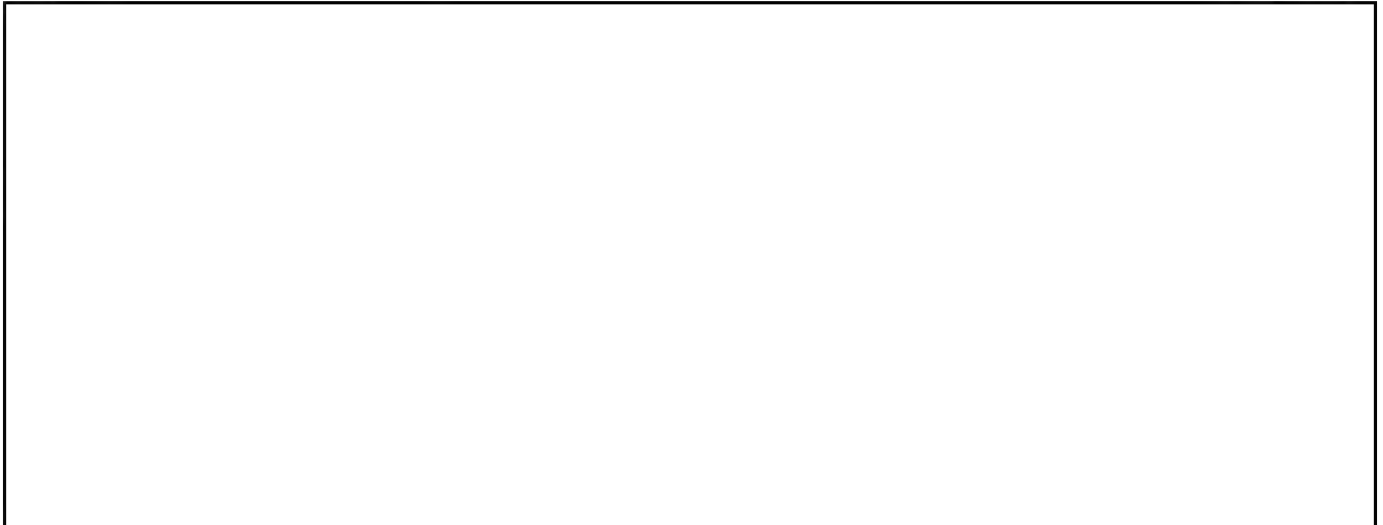
The ad hoc task force under [ ] Chairmanship met several times during the summer and fall of 1976. Its fifth meeting on 10 December 1976 was devoted to "developing the formats and contents of a report to be prepared by the task force." No such report was prepared and, apparently, the task force was inactive until the fall of 1977.

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4. In September of that year, Admiral Turner wrote to the Acting Deputy to the DCI for the Intelligence Community directing the IC Staff "on a medium priority basis" to "look into the prospects of our supply of Russian linguists." This requirement was levied on the ad hoc task force. The task force addressed this problem and its findings were transmitted to the DCI by [redacted] Deputy to the DCI for Resource Management (D/DCI/RM), on 8 February 1978. Since the task force found that "linguist-associated problems generally impact all languages, not only Russian," [redacted] recommended that the DCI task "the NFIB ad hoc task force on the linguistic problem to develop a series of initiatives designed to improve the recruiting, retention and qualifications of linguistics." The DCI approved [redacted] recommendation and on 16 February 1978 notified the NFIB that he had directed the ad hoc task force, "under the leadership of my Deputy for Resource Management (to) design a national program to:

- "a. expand and coordinate linguist recruitment activity;
- b. develop and maintain language training proficiency standards; and
- c. implement, as necessary, incentives programs designed to attract and retain qualified linguists in critical languages and skills."

The DCI emphasized that his objective was to "provide greater resources and flexibility to agency linguist development efforts" and that he did not envision any "supra-agency personnel management."



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6. On 19 May 1978, [ ] circulated to members of the ad hoc task force a draft of a memorandum from the D/DCI/RM to NFIB Principals on a "Procedure for Cooperative Interagency Recruiting of Civilian Linguists" (based on a plan developed by [ ])

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[ ] Members of the task force were asked to comment on this proposed memorandum. I have no record of any having done so with one exception. On 3 June 1978, Carl W. Clewlow, Deputy Assistant Secretary of Defense (Civilian Personnel Policy) advised C<sup>3</sup>I that such a referral system could be developed and automated without difficulty (Tab B).

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7. [ ] has also proposed that the Intelligence Community, possibly by means of a letter from the DCI to specified Heads of Language Departments in various universities and colleges, apprise the academic community of "positions in the Foreign Affairs Intelligence Community Requiring Foreign Language Skills." A draft of a proposed form is enclosed (Tab C).

8. More than three years have passed since the IC Staff at the request of the DCI enlisted the cooperation of the Intelligence Community in investigating the linguists problem and making recommendations to the DCI for approval and implementation. During these three years a mass of data has been assembled; numerous meetings have been held; the problem has been discussed almost ad infinitum; a report has been prepared on the special subject of Russian Linguists; individual agencies and departments have addressed, with some success, specific problems capable of solution with no Community assistance. With the exception, however, of the Report on Russian Linguists, no specific action (based on the recommendations of the task force) has been undertaken by the Intelligence Community. It is apparent that it is high time for the task force to conclude its work by forwarding through the D/DCI/RM to the DCI recommendations for specific action. Within the near future I propose that the task force assemble at the [ ] to transact the following business:

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A. Approve the draft memorandum to be submitted to D/DCI/RM on a "Procedure for Cooperative Interagency Recruiting of Civilian Linguists."

B. Determine whether it is advisable and feasible to develop with C<sup>3</sup>I details for the location and automation of such a referral system within the Department of Defense.

C. Agree that in view of the efforts already being undertaken in the DoD as outlined by Mr. Wilson (Tab A), the task force, in its final report, advise the DCI of the progress made in the DoD but make no recommendations for specific action within the DoD or its individual components.

D. Investigate on a priority basis, pay and career incentive programs for implementation to retain qualified linguists in all sections of the Community.

E. Refine the suggestion of [ ] to advise the academic community of vacancies in the intelligence community requiring foreign language skills.

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F. Consider which, if any, recommendations the Task Force should make concerning the development and maintenance of language training and proficiency standards.





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OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE  
WASHINGTON, D. C. 20301

July 13, 1978

COMMUNICATIONS, COMMAND,  
CONTROL, AND INTELLIGENCE

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[REDACTED]  
Office of the Deputy to the DCI  
for Resource Management  
Intelligence Community Staff  
Room BW09  
Washington, D.C. 20505

Tom:

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This responds to [REDACTED] May 9, 1978 memorandum to Dr. Dinneen which requested an outline of actions being taken by the Military Departments to solve linguist problems.

The Office of the Secretary of Defense, the Military Departments, and the National Security Agency have, over the last two years, taken deliberate action to improve the management of the Defense Foreign Language Program. This includes a concentration on improved and more homogeneous methods of requirements recognition, validation, and translation into learning objectives. We have also increased our attention to personnel administration and management practices aimed at improving the utilization and retention of language trained personnel. These changes and improvements have, or are being, codified; many of the governing documents have recently been reaccomplished and reflect emphasis on community needs. I would like to call particular attention to three of these:

1) Department of Defense Directive 5160.41, "Defense Language Program." This directive was re-written in 1977. It stresses the responsibilities of various DoD components to accomplish the Program, including the Assistant Secretary of Defense (Communications, Command, Control, and Intelligence) as "primary functional sponsor" and the Department of Army as "executive agent" for program execution. (Enclosure 1)

2) Joint Service Regulation (AR 350-20, et al.), "Management of the Defense Language Program." The Department of the Army is the primary author of this regulation which governs the conduct of the program in each of the Military Departments. (Enclosure 2)

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3) National Security Agency/Central Security Service Circular 40-11, "Language Training for Military Cryptologic Personnel," establishes (among other things) a Work-Management Group with membership from NSA and the Services. The group assures the implementation of a language training program(s) to meet military cryptologic community requirements. (Enclosure 3)

You will notice that these documents are all less than one year old. Attendant implementors have been, and are being, published by the Services and Defense Agencies. Although it is too early to measure the full value of directed improvements, I have observed several indexes of movement in the right direction. Key among these is the increased attention to and support for the Defense Language Institute. The performance of the DLI is critical to the success of the Foreign Language Program. The special interests of the Department of the Army, in coordination with and with the assistance of the other Services and NSA, has benefitted the DLI. However, continued decrements in funding for training, directed from the National level, may become a serious impediment to future program execution.

The successful pursuit of DoD language programs is dependent on a unique coalition of personnel, training, and intelligence activities within each of the Military Departments. Communication between these functions appears to be open and improving. I am able to locate established focal points in the Army, Air Force, and Marine Corps for reporting on foreign language requirements, capabilities, and policy. Within the Army and Air Force the focal points are in the Offices of the Deputy Chiefs of Staff for Personnel; Marine Corps: Office of the Director of Intelligence.

Responses to your questions from the Military Departments, NSA, and DIA are enclosed at tabs 4 through 8. We would appreciate a copy of your evaluation of these reports. Please give me a call if I can be of further assistance.

Cordially yours,



Craig L. Wilson  
Staff Assistant for  
Intelligence and C<sup>3</sup>  
Human Resources

Enclosures (8)







OFFICE THE ASSISTANT SECRETARY OF DEFENSE

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WASHINGTON, D. C. 20301

MANPOWER,  
RESERVE AFFAIRS  
AND LOGISTICS

JUN 8 1978

MEMORANDUM FOR The Deputy Under Secretary of Defense  
For R&E (C<sup>3</sup>&I)

SUBJECT: Cooperative Interagency Recruiting of Civilian Linguists

This refers to your memorandum of June 2, 1978 concerning the development of a referral system for linguists within the Federal intelligence community.

We believe such a system could be developed and automated without difficulty. Such a system would need to include provisions for a clear Privacy Act Statement and procedures to assure compliance with applicable Civil Service Commission requirements. Based on our extensive experience with automated personnel systems, we would need a clear demonstration of need and assurances that such a system would be used by the various intelligence components.

If it is decided to locate the system within the DoD, it is possible that it could be accommodated in our Centralized Referral Activity in Dayton, Ohio. Another possibility would be locating the system in DIA as an adjunct to the Intelligence Career Development Program.

I have asked Mr. Thomas Hatheway of my staff to work with Mr. Craig Wilson on this proposal.

CARL W. CLEWLOW  
Deputy Assistant Secretary of Defense  
(Civilian Personnel Policy)



26 October 1978

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Dear :

As I have moved during the past year to upgrade the quality of our national intelligence product, I have been impressed by the importance of strong foreign-language skills among our analysts and reporters. A perceptive intelligence product requires foreign-affairs specialists well grounded in the language as well as the culture, politics, and economics of the countries they study. By the same token, analysts studying technological developments in foreign countries should be capable of original research in sources written in the languages of those countries. As my appreciation of this fact has grown, my concern over shortfalls in our cadre of linguistically qualified intelligence officers has mounted.

Since it is to universities and colleges such as yours that we look to develop the talents we need, it occurred to me that you might find useful a catalogue of some of the kinds of positions in the Intelligence Community that require foreign-language abilities. The enclosed listing of job profiles represents a cross-section of those positions. The profiles are generic descriptions, in some cases composites of many similar jobs. My thought is that you may find this information helpful in planning your foreign-language programs and in apprising students of options for Government careers.

In the longer term, I would hope to widen the channels of communication between us in order that we may work together to develop young men and women who will play vital roles in the conduct of our country's foreign affairs in the years to come. If you find the enclosed catalogue useful, we can update it for you annually. I will welcome your comments.

Yours Sincerely

Stansfield Turner

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